

# Rochester Heritage Preservation Program Strategic Plan 2020-2021



## ACKNOWLEDGEMENTS

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The HPC would like to Thank: past HPC members, advocates for preservation in the community, owners of historic properties, Blue Planet for assistance with training and the State Historic Preservation Office for continued guidance.

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# I. INTRODUCTION

## Background of Preservation Efforts in Rochester

In 2013, the City Council created the Heritage Preservation Commission (HPC). This was not the first effort to preserve heritage in Rochester. Prior to the creation of the commission, a committee had worked for years bringing issues of historic preservation to city decision-makers. These steps taken by the city of Rochester ("the city") would not have occurred without tireless efforts of individuals and groups of concerned residents and stakeholders who have advocated for decades in the preservation of places and remnants of tangible past and the collective historical memories, which are a part of the Rochester community. The current and ongoing work of the HPC and city team builds upon the determined efforts of those who came before us. Rochester's Heritage Preservation Program is relatively young when compared to many other programs around the state, which began in earnest after the U.S. bicentennial celebration in 1976.

The process for this planning document began when the Rochester City Council established a Community Development Department, which took shape in 2019 with a team dedicated to a mission that integrates the efforts of heritage preservation with other aspects of development in the Community. With the creation of this new department, the work of heritage preservation is conducted along with Planning & Zoning, Sustainability, and Public Engagement with the Rochester community. In this shift, the mission of the Community Development Department now guides the work of heritage preservation within a broad holistic realm of growing and strengthening the community.



TO ENRICH OUR COMMUNITY'S  
FUTURE BY FOSTERING CREATIVE  
AND INNOVATIVE STRATEGIES  
TO CULTIVATE SUSTAINABLE  
ECONOMIC GROWTH, BUILD  
AND PRESERVE HEALTH  
NEIGHBORHOODS, ENHANCE OUR  
NATURAL ENVIRONMENT, AND  
NURTURE ARTS AND CULTURAL  
OPPORTUNITIES.

Mission of Rochester Community  
Development Department

In September 2019, city team members informed the City Council of the need for a Heritage Preservation Program to provide strategies and to help prioritize efforts for the city within this realm. With the help of a facilitating consultant, the following was accomplished over a six-month period.

- Seven HPC Purpose Statements were created from the legislative intent of the Ordinance (see page 5);
- "Best Practices" for Historic Project Plan Review were developed; and
- Many good discussions took place between Commissioners and City team members on the purpose of HPC's existence and the heritage preservation as a program within the Rochester community.

# PURPOSE

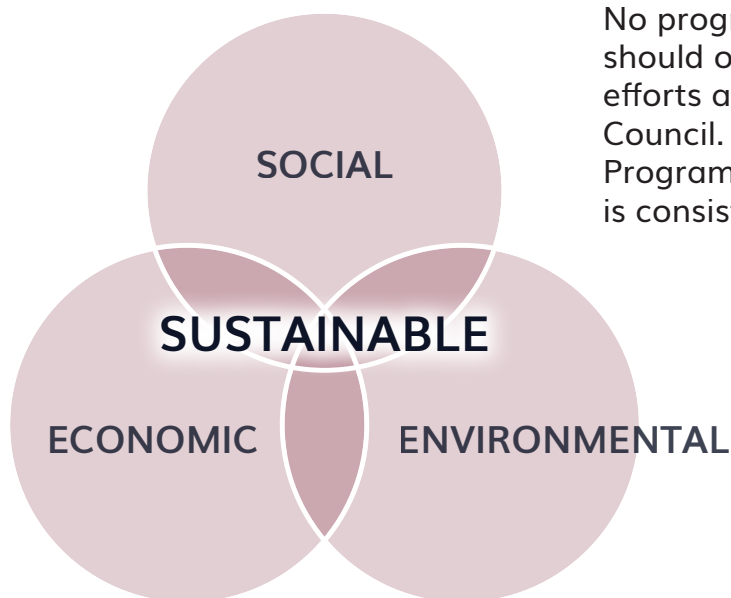
Much has been accomplished in the seven years since the formation of the HPC, including the adoption of a Heritage Preservation Ordinance, the surveying and identification of many historic properties in the city, and the development of historic contexts specific to Rochester. These efforts continue to build a strong foundation on which historic preservation in the city exists and are hereby referenced as resources for use in continuing the Heritage Preservation Program (see Appendix A).

HERITAGE PRESERVATION PROGRAM MEANS A PLAN ESTABLISHED BY THE CITY THAT CONTEMPLATES A VISION OF THE CITY'S HISTORIC PRESERVATION PROGRAM, SETTING NEAR-TERM AND LONG-TERM PRIORITIES FOR THE PROGRAM, AND IDENTIFIES PROACTIVE AND INNOVATIVE STRATEGIES FOR ACHIEVING THE IDENTIFIED GOALS AND OBJECTIVES.

Section 4-7-4 Heritage Preservation Ordinance

**The purpose of this plan is to move the City of Rochester's Heritage Preservation Program forward in an intentional manner by:**

- Balancing city resources and the work of the HPC and city team members across the varied purposes of the Heritage Preservation Ordinance and adopted City Council strategic priorities;
- Implementing the Heritage Preservation Ordinance in a manner consistent with the adopted Foundational Principles of the City of Rochester, which include Compassion, Environmental Stewardship, Fiscal Responsibility & Sustainability, Public Safety, and Social Equity; and
- Utilizing best practices and professional standards of heritage preservation organizations including federal and state governments and non-profit institutions.



No program conducted by a body of the city should occur in a vacuum removed from other efforts and priorities established by the City Council. The Rochester Heritage Preservation Program must be carried out in a manner that is consistent with other City endeavors.

## Plans and programs supporting the Heritage Preservation Program:

"Planning to Succeed, Rochester Comprehensive Plan 2040" (P2S) was adopted by the City in 2018. The plan provides a baseline set of policy directions with which future City development will conform. It provides for the integration of physical, social, and economic development issues as the city grows and changes over time. P2S calls out heritage preservation as part of the policy framework that informs the overall development vision for the community. It identifies the role of heritage preservation as a strategy in the creation of vibrant public spaces and the fostering of civic pride, conservation of resources, and the attraction of economic growth - the "triple bottom line" approach to development of which heritage preservation is a part.

"SUPPORT THE PRESERVATION  
OF STRUCTURES AND SITES  
THAT REPRESENT OUR  
COMMUNITY'S HERITAGE."

Planning to Succeed, policy 4.2, p.309

The Rochester City Council has adopted a vision and strategic priorities with which the Heritage Preservation Program must be consistent. This vision states that all people will be treated with dignity and respect within a welcoming and diverse community. It further supports both physical and social efforts related to innovation, commitment to recreational and cultural opportunities, health and wellness, sustainability, and connectivity within the community. (See Appendix B) for complete City Vision Statement). The four Strategic Priorities adopted by the City Council include:

- Enhance quality of life;
- Foster a team-oriented culture;
- Manage growth and development; and
- Balance public infrastructure investment.

Heritage preservation is specifically supported by the priorities regarding quality of life and management of growth and development. (See Appendix C for complete Strategic Priorities).

Destination Medical Center (DMC), with its purpose to secure Rochester's and Minnesota's status as a global medical destination, is anticipated to result in \$5.6 billion in private investments in downtown Rochester and \$585 million in public funding for public infrastructure and transportation projects. The employment base in Rochester is expected to grow by 35,000– 45,000 jobs and more than double visits from Mayo Clinic patients and companions, as well as business travelers, convention and event-goers, and other visitors to the City. The focus of the DMC initiative is the center of the community, and it is changing the face of Rochester particularly in the downtown, where many historic assets are located. While DMC facilitates physical alteration of the community, there is also a recognition that the preservation of significant landmarks and districts is important in creating the places that support the initiative.

"PROMOTE A MORE "AUTHENTIC"  
AND INTERESTING URBAN  
CHARACTER BY RETAINING  
AND ADAPTIVELY REUSING  
HISTORIC BUILDING STOCK AND  
USING OLDER BUILDING STOCK  
INCLUDING WAREHOUSE AND  
MANUFACTURING STRUCTURES  
FOR ENTREPRENEURIAL "MAKER  
SPACES" AND LOCAL BUSINESSES  
WHERE APPROPRIATE."

Performance Guideline A.06  
p.34 DMC District Design Guidelines

The DMC District Guidelines (2017) cover several individual sites and sub-districts within downtown that continue to have historic integrity (including the proposed Downtown Commercial District under consideration for designations by City Council at the time of the creation of this document). With reference to the Downtown Master Plan (2010), one of the principals cited in the guidelines is to build upon historic buildings and landmarks that contribute to Rochester's history and culture.

The reuse and restoration of existing buildings is one of the adopted guidelines for the DMC district. The guidelines identify that this will help "to create a vibrant public realm by preserving the historic character

of the neighborhood and contributing to the district integrity." The guidelines further indicate that the reuse of older buildings provides character, houses local businesses, and promotes sustainability.

Based on the legislative intent identified in the Preservation Ordinance, the following purpose statements were created by the HPC:

- Encourage & promote the preservation and continued use of historic properties.
- Protect and promote the city's history and heritage to maintain and increase the city's appeal and attraction.
- Promote the heritage preservation benefits for the city's economic viability.
- Foster civic pride in the beauty and notable accomplishments of the past.
- Promote the environmental, social and economic benefits of adapting and reusing properties.
- Provide educational opportunities and serve as a resource to facilitate heritage preservation.
- Include the history of the many groups that make up the city's rich heritage.

# APPROACH

Consistent with adopted policies of the City of Rochester, the Heritage Preservation Program will be innovative and open to new methods and ways of achieving results. We will also continue to utilize accepted and standard professional practices in our work. The Preservation Ordinance indicates that the HPC shall follow the Secretary of Interior Standards, which are preservation principals for the treatment of historic properties used by many HPCs, for the treatment of historic properties in their efforts to preserve and maintain the historic character of designated properties and districts in the City. They promote historic preservation best practices to help protect irreplaceable cultural resources. More information on these standards and the HPC's use of them locally is detailed in Section IV.

The Department of the Interior and the National Park Service are federal agencies tasked with overseeing historic preservation programs throughout the United States, including The National Register of Historic Places, Certified Local Government Program, and Technical Preservation Services. The City has adopted the use of the Secretary of Interior Standards in review of projects for designated properties, which otherwise would only be required when state or federal funding is used on a project. Even when not specifically required to do so, many locally operating Heritage Preservation Programs adopt these from the Department of the Interior as they are accepted as standard professional practice.

Much of the work of heritage preservation focuses on the physical environment often termed "tangible" history. But, reflected in the legislative intent of the Preservation Ordinance is also preservation of a broader history of the community. UNESCO (United Nations Educational, Scientific, and Cultural Organization) was among the first groups to bring "intangible" historic preservation into standard practice. They define intangible history as cultural heritage expressions, practices, knowledge, and skills that are continually recreated, transmitted between the generations, which contribute to a sense of identity." Intangible history provides a meaning to tangible elements being preserved.

"IN TODAY'S INTERCONNECTED WORLD, CULTURE'S POWER TO TRANSFORM SOCIETIES IN CLEAR. HERITAGE CONSTITUTES A SOURCE OF IDENTITY AND COHESION FOR COMMUNITIES DISRUPTED BY BEWILDERING CHANGE AND ECONOMIC INSTABILITY. CREATIVITY CONTRIBUTES TO BUILDING OPEN, INCLUSIVE AND PLURALISTIC SOCIETIES. BOTH HERITAGE AND CREATIVITY LAY THE FOUNDATIONS FOR VIBRANT, INNOVATIVE AND PROSPEROUS KNOWLEDGE SOCIETIES."

UNESCO



## Collaborative Partnerships

### HPC CORE VALUES

- COLLABORATION
- INTEGRITY
- AUTHENTICITY
- RESPECT OF HISTORY
- EDUCATION

October 2019

The Heritage Preservation Program, as an integrated part of a broader community development effort, is interconnected with many different programs and projects within the city. Its relationships with economic development, the progression towards a sustainable and healthy environment, and its role in nurturing arts and cultural opportunities require a collaborative approach. While the multi-faceted nature of heritage preservation requires collaboration, this also provides a strength to the program helping to achieve the efforts towards which many other organizations in the community are working.

The following have been identified by the HPC as organizational partners in continuing the efforts of the Heritage Preservation Program:

- City Building Safety Department
- City Community Development Department
- City Council & City Administration
- City Parks & Recreation Department
- Cultural Heritage Groups
- DMC & DMC Economic Development Agency
- Historic Property Owners
- History Center of Olmsted County (HCOC)
- Mayo Clinic
- MN State Historic Preservation Office (SHPO)
- Olmsted County Government
- RNeighbors organization, RNRC- Rochester Neighbors, and Resource Center
- RAEDI (Rochester Area Economic Development, Inc.)
- RDA (Rochester Downtown Alliance)
- Rethos (Preservation Alliance of MN)
- Rochester Area Chamber of Commerce

Some of the above-mentioned partners already work closely together and are even within the same organization, namely all of the City Departments. As a program of the City of Rochester, the City Council has already deemed that heritage preservation is a part of the ongoing work of the city. This plan identifies these “internal partners” to highlight and strengthen the existing relationships between them and continue to share with those who have less familiarity with heritage preservation the role their department plays in the program.



As a locally established Heritage Preservation Program, the local ordinance provides the primary guidance for the work conducted. The Federal Government provides a multitude of resources available to the city through the Department of the Interior and the National Park Service. The State of Minnesota, through the State Historic Preservation Office and the State Historical Society, also provide resources to the local endeavor. The city has an opportunity to work in greater partnership with both the state and federal governments through the Certified Local Government (CLG) program which is further detailed on the following page.

Many of the organizations and institutions listed above are "anchor institutions" within the City of Rochester. These institutions enhance the economic, social, and cultural well-being of the community. With their multiple stakeholders, they have networks of knowledge that extend both within and outside of the community and region. As individual institutions, these are economic engines for the community. The strength that these institutions bring in working together improves the capacity of all.

URBAN ANCHORS "...ARE THE  
PILLARS OF CITY LIFE, SOME  
CELEBRATED, SOME LESS KNOWN:  
THE MUSEUMS, LIBRARIES,  
COLLEGES AND UNIVERSITIES, ARTS  
CENTERS, SPORTS FACILITIES, AND  
MEDICAL CENTERS THAT PROVIDE  
EMPLOYMENT AND SERVICES  
PURCHASING, AND IN MANY CASES  
A STRONG SENSE OF IDENTITY AND  
CIVIC PRIDE, IN THE NATION'S CITIES.  
THESE ...ALSO INCLUDE CHURCHES  
AND LOCAL CORPORATIONS - ARE  
INCREASINGLY WORKING HAND-IN-  
HAND WITH MUNICIPAL OFFICIALS  
TO BETTER LEVERAGE THEIR  
ADVANTAGES, ACCOMMODATE  
MUTUAL INTERESTS AND GROW  
IN SYNC WITH RESIDENTS IN THE  
NEIGHBORHOODS WHERE THEY ARE  
LOCATED.

Lincoln Institute of Land Policy

## Iterative Process

This plan is reflective of a particular time in the Heritage Preservation Program. It is neither the beginning nor the end of the efforts to preserve the history of the City of Rochester. This document provides a strategy for undertaking a citywide program that considers methods and existing supporting policy to achieve the purposes stated in the Preservation Ordinance legislative Intent. One important approach to the Heritage Preservation Program is understanding that achieving the goals outlined herein will be an ongoing process and changes to strategy will occur as needs arise

## II. CERTIFIED LOCAL GOVERNMENT

The Certified Local Government (CLG) Program is a preservation partnership between local, state, and the federal government (through the National Park Service). It is focused on promoting historic preservation at the local level, encouraging the integration of historic preservation into local government policy, supported by the upper levels of government. The program is jointly administered by the National Park Service (NPS) and the State Historic Preservation Offices (SHPOs) in each state, with each local community working through a certification process to become recognized as a CLG. CLGs become an active partner in the Federal Historic Preservation Program and the opportunities it provides include the availability of federal grants for the local community.

The National Park Service provides many tools and programs at the Federal level, to its partners in tribal, state, and local governments to augment the more localized programs. It acknowledges that preservation will not happen unless private citizens and organizations use these resources and much of what is available is understandable to those who are outside the professional realm. Within the CLG program, the federal government provides the funding to designated CLG's which are local governments, municipalities or other local governments, with programs similar to those of Rochester's. The federal funds are administered by the Minnesota State Historic Preservation Office (MnSHPO).

Now housed within the MN Department of Administration, The State Historic Preservation office (SHPO) previously was within the MN Historical Society. The State Preservation Office program was created with the National Historic Preservation Act of 1966 which provided for a network of historic preservation offices in every state to spearhead state preservation initiatives and help carry out the nation's historic preservation program. Minnesota's SHPO was created by state statute in 1969 to provide statewide leadership. The SHPO provides ongoing assistance to local government and other organizations pursuing preservation efforts. They oversee the National Register of Historic Places program with the State of Minnesota and required environment reviews for publicly funded projects as required under Section 106 of the National Historic Preservation Act, including its application to Federal Tax Investment Tax Credit program.

The SHPO oversees the federal funding provided to CLG's in the state. The "pass through" grants are federal matching grants for local preservation projects which come from the Historic Preservation Fund, appropriated annually by the U.S. Congress; federal regulations require that the SHPO distribute to CLGs at least 10 percent of its allocation each year. Projects may include:

- Historic resource surveys.
- Preparation of local/national designation forms.
- Historic preservation plans.
- Building reuse studies.
- Cultural landscape inventories.
- Design guidelines for property owners.
- Public education.
- Opportunities for Ongoing education

## Actions Needed to Make Rochester CLG Ready

As a subdivision of the state, the City of Rochester is eligible to apply for CLG designation. The Minnesota CLG Procedures Manual identifies five broad federal standards, all of which must be met by a local government seeking certification. The following provides those five standards along with a notation as to action needed by the City of Rochester to meet each standard.

**1. The local government must enforce appropriate state or local legislation for the designation and protection of historic properties.**

The local ordinance must clearly define a process for the survey, designation and protection of individual properties and/or districts of historic, architectural or archaeological significance. The process must include forwarding all proposed designations to the Minnesota SHPO for comment before final local designation is made. The ordinance must also contain and clearly define a process for the review of all proposed alterations, relocations, demolition, or new construction within the boundaries of locally designated properties and/or districts.

*Recommended: more clearly distinguish between the Landmark Designation process and the survey process, which has established a list of Potential Landmark properties. These "potential landmarks" are, per the ordinance, required to undergo a review process for alterations similar to those designated as Landmarks, in effect making them designated properties without having gone through the designation process required for communities seeking CLG designation.*

*One specific change that has been identified by the SHPO is the removal of the automatic local landmark designation for properties listed on the National Register of Historic Places. Further changes to the ordinance should establish a more clearly defined process for the review of alterations to properties (protection) once they have been designated to meet the intent of the CLG standards.*

**2. The local government must establish an adequate and qualified historic preservation commission by State or local legislation.**

The CLG manual requires that commission members be individuals with demonstrated interest, competence or knowledge in historic preservation and provides a list of specific professions from which to draw candidates.

*Recommended: The existing Preservation Ordinance requires this demonstrated interest and expertise of commission members but provides a shorter less inclusive list from which to seek members. Recommended changes to the existing ordinance would expand the list of demonstrated interest, competence or knowledge and professions to be consistent with that of the CLG manual.*

## Actions Continued

3. **The local government must maintain a system for the survey and inventory of historic properties.**

The local government must maintain an ongoing process to survey and inventory all buildings, structures, sites and districts within the local jurisdiction. This survey information must be clearly organized and accessible to the public (excluding restrictions on locations of archaeological sites). Local survey information must be provided to the state with annual updates of changes.

*Recommended: Along with changes to clearly distinguish between the survey process and the designation process, the annual reporting process to meet CLG standards should be added to the existing ordinance.*

4. **The local government shall provide for adequate public participation in local historic preservation programs, including the process of recommending properties for nomination to the National Register.**

Both the local designation process and the process for the review of alterations to properties must contain a provision for public comment on proposed actions.

*Recommended: As mentioned in item 1, regarding designation and protection of historic properties, changes to the ordinance should establish a more clearly defined process for the review of alterations to properties once they have been designated to meet the intent of the CLG standards.*

5. **The local government shall satisfactorily perform the responsibilities listed in points 1-5 above and those specifically delegated to it under the Act by the Minnesota SHPO.**

*Recommended: Changes to the ordinance should be made prior to the request for CLG status.*

### III. HPC REVIEW PROCESS - HISTORIC DESIGNATION

The Secretary of Interior provides a process for preservation planning that organizes preservation activities in a logical sequence. Identification, followed by Evaluation, and then Registration/Designation occurs, with finally a determination of Treatment for the property. Throughout this process, historic context studies are used to provide the relative significance properties and a framework for making management decisions about the resources. Guidance is also provided for this process from the SHPO through the MN Historic and Architectural Survey Manual

#### Historic Surveys

Prior to designation, historic properties are identified through a survey. Identification activities are undertaken to gather information about historic properties in a particular locale. The scope of these activities depends on existing knowledge about properties; goals for survey activities developed in the planning process; and current management needs.

The survey process includes archival research and field survey, the physical search for and recording of historic resources on the ground. Surveys identify and analyze those properties that support, represent, and illustrate the historic contexts within the community. Within the survey process, applicable historic contexts are identified (both existing and those needed) to inform the determination of historic significance.

**HISTORIC CONTEXTS :**  
 PROVIDE AN ORGANIZATIONAL  
 FRAMEWORK THAT GROUPS  
 INFORMATION ABOUT RELATED  
 HISTORIC PROPERTIES BASED ON  
 A THEME, GEOGRAPHICAL AREA,  
 AND PERIOD OF TIME. ITS PRIMARY  
 PURPOSE IS TO PROVIDE THE  
 NECESSARY HISTORICAL FRAMEWORK  
 FOR IDENTIFYING AND EVALUATING  
 RESOURCES.

MN Historic and Architectural Survey Manual

Surveys are completed at the reconnaissance (Phase I) or intensive (Phase II) levels depending on the purpose of the survey. For intensive level surveys all properties within a survey boundary must be inventoried. For reconnaissance level surveys, the focus is on:

- Properties that are forty-five (45) years old or older.
- Properties that are known to meet National Register Criteria or local designation criteria.
- Properties that assist in establishing an architectural or historical context for those buildings that are likely to meet these criteria
- Properties that assist in supporting one or more historical context set forth in the survey scope of work, methodology, or research design.

## Evaluation

Evaluation is the process of determining whether identified properties meet defined criteria of significance. Section 4-7-8 b and c of the Preservation Ordinance identify the criteria for local designation. Along with significance, historic integrity is reviewed during evaluation. Integrity is the ability of a property to convey its historical associations or attributes. It is based on an understanding of a property's physical features. The seven aspects or qualities of integrity are location, design, setting, materials, workmanship, feeling, and association. (See also Appendix D). Local, state or national historic themes are considered within the analysis of the property to help explain the property's relationship to other properties. This will help to determine the relative merit of the significance of the property compared to other similar nominated properties at local state or national level.

## Registration/Designation

Registration is the formal recognition of properties evaluated as significant. The Preservation Ordinance provides for the designation of Landmark properties and districts as a form of local registration. The designation process is contained within Sections 4-7-7 and 4-7-8 of the Preservation Ordinance. It provides for SHPO review and public participation as required for CLGs.

### Process for designation as detailed in the Preservation Ordinance

|                                       | <i>Ordinance Citation</i> |
|---------------------------------------|---------------------------|
| 1. Application Submittal              | 4-7-8 (d)                 |
| 2. Determination of Completeness      | 4-7-8 (g)                 |
| 3. State Review (60 day period)       | 4-7-8 (e)                 |
| 4. Commission Review & Recommendation | 4-7-8 (a)                 |
| • Public hearing                      | 4-7-18                    |
| 5. City Council Review & Decision     |                           |
| • Review Criteria                     | 4-7-8 (b) & (c)           |
| • Designation Decision                | 4-7-7 (b) & 4-7-8 (a)     |

## Additional Opportunities

Because the Preservation Ordinance provides not only for the official designation of historic properties, but also for the general recognition and promotion of local heritage, there is an opportunity to establish programs that are less formal than that for designation defined above. The Preservation Ordinance includes a section on the "Identification of Historic Properties" in Section 4-7-5. This section does not have a direct role to the official designation process (covered in Sections 4-7-7 & 4-7-8). It could be used to create a program that simply encourages and promotes preservation and continued use of historic properties and fosters civic pride without formal designation. Programs or events which engage the public to identify places that are important will help to establish topics for intangible heritage as well as properties that have not previously been identified.



## IV. HPC REVIEW PROCESS - ALTERATIONS TO DESIGNATED PROPERTIES

As identified within the CLG Section, the process for review of proposed alterations, relocations, demolition, or new construction within the boundaries of locally designated properties and/or districts must be defined if the City wishes to apply for CLG designation. This clearly defined process must be included in the Preservation Ordinance, but additional details may be provided in adopted Guidelines. It is typical for Cities to establish more detailed guidelines which help to address issues specific to their community, different designated districts and individual properties and to provide illustration which help explain the standards for review.

Currently, the Preservation Ordinance provides for a review process in a paragraph labeled "Development involving landmark property or landmark district" (Sec -7-12). While this section does not specify the use of the Secretary of Interior Standards in review of projects, this requirement is indicated as in a different Section. Section 4-7-10, indicates, "The commission shall follow the standards to preserve and maintain the historic and architectural character of a designated property and landmark district." The definition section (Section 4-7-4) identifies that "standards means the Secretary of the Interior's Standards for Treatment of Historic Properties".

**To meet the requirements for CLG designation, amendment to the Preservation Ordinance should more clearly provide the process for review of proposed alteration in one section.** The following provides an outline of the process as it current exists within the ordinance.

### **Review of Alterations to or Development Involving Designated Landmarks** "Preserve & Maintain" - Secretary of Interior Standards 4-7-10 (also 4-7-4 definition of "Standards")

#### *Ordinance Citation*

- |                                       |            |
|---------------------------------------|------------|
| 1. Application or Alteration Proposal |            |
| 2. Acceptance of Application          | 4-7-12 (a) |
| 3. Review and Recommendation          | 4-7-12 (a) |
| 4. Use of "the Standards"             | 4-7-10     |
| 5. Consideration and Decision         | 4-7-12 (a) |
| 6. Exemptions                         | 4-7-12 (b) |
| 7. Emergency Repairs                  | 4-7-12 (c) |

In addition to the section above, there is a section on the review of requests for demolition of designated Landmarks (Sec. 4-7-13) as well as consideration for certification of Economic Hardship (Sec. 4-7-14).

*Recommended: Consideration should be given to amend the Preservation Ordinance, combining these with the consideration for economic hardship as one of the criteria considered for approval of demolition.*



## Historic Preservation Projects - Design Review Best Practices

The HPC may consider the creation of a separate document, which provides additional details for the review of projects proposed for designated Landmarks or Landmark Districts. This should not occur until after changes are made to the Preservation Ordinance to more clearly define the review process. The following provides both an outline which may be used to create such guidelines and "best practices" to use until those are completed:

- Secretary of Interior Standards for treatment of historic properties are utilized for review.
- Additional guidelines, briefs and technology notes from the Secretary of Interior are also utilized in reviews.
- The HPC may adopt additional guidelines that are more specific to Rochester history and City policies and practices.

The standards & guidelines do not dictate solutions; instead, they define a range of appropriate responses to a variety of specific design issues. Guidelines provide the City a basis for making consistent decisions about the treatment of historic resources. The four approaches provided for within the Secretary of Interior Standards are:

- o Preservation
- o Rehabilitation
- o Restoration
- o Reconstruction

(<https://www.nps.gov/tps/standards/four-treatments.htm>)

For most projects a "rehabilitation" approach will be the appropriate overall strategy for Heritage Preservation Design Review. Within rehabilitation, additional treatments are appropriate as they relate to specific building components. For example, a surviving element may be preserved, where an altered feature may be restored, and something that is missing from the property may be reconstructed.

Guidelines may be used by the layperson to plan improvements. Depending on the significance of the property and its features, owners may be required to enlist the assistance of qualified design and planning professionals, including architects and preservation consultants.

An overall strategy for improvement of the property is encouraged. Preservation projects may include a range of activities, such as maintenance of existing historic elements, repair of deteriorated materials, replacement of missing features and construction of new additions. An example of a strategy is:

- Determine historic significance of property.
- Identify any character-defining features and materials of the structure and site.
- Assess integrity of the features and site.
- Determine program requirements prior to proceeding with an approach.
- Outline an appropriate treatment strategy that will inform the overall project scope.

Appropriate/Preferred sequence of actions is a method that requires the least intervention to maintain the highest degree of integrity for a character-defining feature. The following treatment options appear in order of preference:

- First: Preserve - If a feature is intact and in good condition, maintain it as such
- Second: Repair - If the feature is deteriorated or damaged, repair it to its original condition
- Third: Replace - If it is not feasible to repair the feature, then replace it in kind
- Fourth: Reconstruct - If the feature is missing entirely, reconstruct it from appropriate evidence.
- Fifth: Compatible Alterations - If a new feature (one that did not exist previously) or an addition is necessary, design it in such a way as to minimize the impact on original features.

Location of work will further inform appropriate treatment. For most historic resources, the following will guide design review decisions:

- The front façade contains the historically significant and character defining features and is therefore the most important to preserve intact.
- Many sidewalls are also important to preserve where they are highly visible from the street, such as on corner lot properties.
- Portions of side walls not as visible may be less sensitive to change.
- The rear wall is usually the least significant (in commercial areas, excepting freestanding, individual landmarks or certain civic and industrial buildings), and alterations can occur more easily without causing negative effects to the historic significance of the property.

The City will work with an applicant to phase a project as part of an appropriate overall Preservation Strategy.

- Interim improvements that are a foundation for future improvements to further assure continued use of the property and retain its historic significance will be supported.
- Interim improvements that retain opportunities for future rehabilitation work that will enhance the integrity of a historic property are supported.
- The preservation of key character-defining features should be a priority while making interim improvements.
- Interim improvements that would foreclose opportunities for more extensive rehabilitation in the future will not be supported.

Incorporate the concept of different levels of review:

- Type I Review Process: Employee level determination with appeals to HPC & City Council
- Type II Review Process: HPC determination with appeal to City Council
- Type III Review Process: City Council decision (typically with recommendation of HPC)

## V. CITY OWNED HISTORIC PROPERTIES

The city is owner to two of the properties designated as Historic Landmarks and eight properties that are designated as potential landmarks. Requirements from the Preservation Ordinance apply to these in the same way they apply to any privately-owned site designated in the City. In addition, the Silver Lake Power Plant, a Rochester Public Utilities property has been identified for review of its historic significance (is on the "contested list") but has not been designated.

### Designated Landmarks

- Chateau Dodge Theatre
- Plummer House & Gardens /Quarry Gardens
- St. Mary's Hill Park (Contributing to the Pill Hill Historic District)

### Address

15 1st St NW  
1091 Plummer Lane  
901 4th Street SW

### Potential Local Landmarks

- Bridge #4481
- Bridge #89188
- Central Fire Station Clock
- Central Park
- Indian Heights Park
- Rochester State Hospital Cemetery
- Silver Lake Park
- Soldiers Memorial Field
- William W. Mayo Statue

Quarry Hill Park  
7th St. over the Zumbro River  
Location Not Final  
225 1st Ave NW  
1800 Terracewood Dr NW  
Quarry Hill Park/ 8th St NE  
W. Silver Lake Dr NE  
7th St SW  
1 St SW between 3rd & 4th Aves SW

### **Survey & Designation**

Review of City owned properties should be completed using the process detailed in Section III, "HPC Review Process - Historic Designation". This includes starting with a survey and then analysis of the historic significance of the property (based on criteria from the Preservation Ordinance and any known historical context).

### **Existing Information**

Both designated Landmarks are also on the National Register of Historic Places and their designations (application forms), provide documentation on the criteria used to determine their historic significance as well as historic integrity. The City has undertaken additional planning for both properties which has been approved by the SHPO (though a "section 106" review process) to verify that ongoing projects meet the Secretary of Interior Standards.

### **Treatment of Properties**

A proactive review of city-owned historic properties will provide an opportunity to identify significant elements within each site and develop a stewardship approach for their treatment. In addition to considering the historic significance and historic integrity, the proposed use of the property should also inform the treatment program. Treatment programs for properties determined to be historically significant should be consistent with the Secretary of Interior Standards.

## Designated Landmarks

### ***Chateau Dodge Theater***

City owned, this property is designated as both a local Historic Landmark and listed on the National Register of Historic Places. Due to the uniqueness of the property and a high level of historic integrity in both the interior and exterior, treatment of the site will incorporate the approach for historic restoration where and when feasible.



### ***Plummer House***

As a property listed on the National Register of Historic Places, all work that has been completed or is contemplated for the future is reviewed by the SHPO to verify that Secretary of Interior Standards are being met. Plummer House and grounds have a long list of asset preservation, repairs and replacements and reconstruction projects that are needed at the park. The Parks and Forestry has retained an architect which performed a Facility Master Plan that outlines the contemplated work needed at the site. The Parks and Forestry Division is currently pursuing grants for water tower preservation and restoration. Additional work will be needed in the near term for preservation of the garage roof and roofing on the main house.



### ***St. Mary's Hill Park***

Contributing the Pill Hill National Register district, St. Mary's Park is located at 901, 4th Street SW, in the districts Northwest corner. Located on Block 41 and part of Block 42 of Head & McMahon's Additions, the 1923/24 reinforced concrete water tower is a prominent feature of the park. Land for the park was donated in 1906 by Mayo Family.

## Potential Landmarks - City Properties

Park Properties include The Plummer House & Gardens, Bridge #4481 & Rochester State Hospital Cemetery (located in Quarry Hill Park), Central Park, Indian Heights Park, Silver Lake Park and Soldiers Memorial Field. It is the mission of the Board of Park Commissioners and the Park Department to provide quality activities, programs, and facilities for citizens of Rochester and for visitors.

In 2016, a Park "Systems Plan" was adopted, providing a 20-year program of guidance for improvements for City of Rochester parks, which was done concurrent to and was coordinated with P2S. Key findings pertaining to cultural resources within the parks include the desire to make parks more distinctive and to identify the need for upgrading of facilities with an increased mix of recreational opportunities.

### ***Soldiers Memorial Field Park***

A Master Plan was completed for the Soldiers Field Park in 2014, with final documentation and project prioritization completed in 2016. The identified vision for the park is to allow it to evolve for the current and next generation of users and visitors to the park, with a purpose of preserving green space and promoting healthy lifestyles and a sense of community.

The design incorporates elements historically found in the park and recognizes the evolution of the landscape. The park exists to provide recreational and leisure enjoyment and is intended to be of benefit to the health and well-being of the Rochester community.

The plan considered four different concepts. The preferred concept would keep many of the sports facilities including tennis courts the west ball field, the east play area. The veteran's memorial and the existing roadway access into the park. The following elements will be retained with some modifications: the pool/splash area, locker room facilities, running track and a phased reduction of the golf course. Based on the planning several changes have already occurred including removal of the west ball field, track reconstruction, modifications to 6th Avenue intersection, repaving the parking lot and east drive, along with addition of several art pieces and planned soon development of the Law Enforcement Memorial. New elements proposed include: volleyball and basketball courts by the YMCA, new trails along park and river edges, open meadow areas north of the river, new shelters, pergolas, seating areas, public art, and sculptures. Other proposed changes include: maintaining and improving existing parking areas, improved pedestrian crossings and the relocation of the park maintenance building. A planned review of the Master Plan is contemplated for 2021.



### ***Silver Lake Park***

A planning process for Silver Lake was proposed to occur in 2020 but has been postponed due to the Covid-19 pandemic. This planning effort is now contemplated for 2021. When it does occur, the features of the property will be reviewed and determined for historic significance. Structures of interest within the park include a picnic shelter and foot bridges dating from the WPA era. Additional park amenities are anticipated in the park including conversion of the pool to a splash pad, expansion of the skate park, installation of a north trail segment along the north shore to Broadway, potential Dam removal and construction of a series of cascades to create a more natural outflow of the river.





### ***Quarry Hill Park & Central Park***

As part of a survey and analysis of these properties, contributing elements to their historic significance will be determined. This park has gone through a master planning effort in 2014 which resulted in several projects being implemented and several additional improvements contemplated. Additional work is contemplated for erosion management to preserve the integrity of the cave

### ***Indian Heights Park***

The Indian Heights Park Steering Committee in 2010-11 drafted a list of directives for the park which was adopted by the Rochester Park Board. These included, re-establishing and marking the boundaries and entry point(s) of the park and refocusing the use away from bike trail riding, which had a negative impact on the sensitive topography and ecological systems. Other forms of outdoor recreation such as hiking, birding, snowshoeing were promoted along with a long term goal to restore the oak savannas and pre-European contact time period environmental qualities. The 2001 directives also recognized historical presence the Dakota/ Native American in Southeast MN and identified opportunities for informing the community of both the Native American and European history and "best practice" models for sacred site management. The goal of completing a professional ethnographic review of the property to inform further programing within the park was established.

A master plan for the park was completed with assistance of the National Park Service and adopted by the Rochester Park Commission in 2017. The plan provides policies and strategies to achieve the 2001 directives as well as further defining goals and opportunities consistent with these. A primary strategy is to work collaboratively with several groups including: The Friends of Indian Heights neighborhood association and RNeighbors, Greater Rochester Area Dakota Supporters (GRADS), Prairie Smoke, Zumbro Valley Audubon Society, Native American Center of Southeast Minnesota (NACSM), and Rivers, Trails and Conservation Assistance Program of the National Park Service (RTCA).

### ***Other Properties***

Reconnaissance level surveys have been completed on: Bridge #4481, Central Park, Mayo Field, the William W. Mayo Statue and Rochester State Hospital Cemetery, and Silver Lake Power Generating Plant. An initial review of these surveys should be completed to determine which properties should undergo additional analysis to consider for landmark designation. While not designated on the National Register, work completed on Bridge No. 89188 utilized funding that required an approval by the SHPO (through a "section 106" process). Documentation from that process provides information as to the historic significance and integrity of that property. There are no survey documentation is in the files for Central Fire Station Clock.

## VI. ASSISTANCE & INCENTIVES

As with other aspects of this plan, developing a program of incentives and assistance to historic property owners will be an iterative effort. The City Council will need to determine any new (or continuation of existing) local programs and the source of funding for these, which is done as part of their annual budgeting process. The outside sources to finance such programs is central to the development of them. State, federal and private financing programs that support affordable housing, small business development, district and site planning and redevelopment should all be considered in the formation of these local programs. Along with financial assistance, other forms of assistance may provide an incentive to historic property owners depending on the location and different types of use of the property.

### Non-financial assistance

- Parking assistance – spaces within City owned lots and ramps for designated properties (for employees, for customers or the possibility of parking voucher program). \*
- Planning and Implementation of street and public place improvements to benefit the historic property owner.\*
- Relief from certain requirements such as minimum parking standards or other zoning regulations. These should be developed with the design standards consistent with the Secretary of Interior Standards for Rehabilitation and incorporated into the City Code.
- Transfer of Development Rights (TDR), is a market based program that allows a property owner to gain monetary benefit from their property and still protect the site as a historic resource. The development right, such as additional building height, may be sold to a property that is not designated as historic and provides the buyer (receiver) to develop their property more intensely than otherwise allowed. This will require changes to City Code (the Land Development Manual or future Unified Development Code).
- Educational and self-help programs – aimed primarily at owner occupied residential properties, a program focused on do-it-yourself repair education (this could be modeled on the programs offered by Rethos in the Twin Cities and might also include the development of a tool lending library)
- Technical assistance to historic property owners in the designation of property (either local or National Register) to prepare for request for financial assistance.

*\* The downtown area is a unique situation where these types of assistance programs are most likely to provide a benefit to the property owners to offset or incentivize continued investment in their historic property.*



## Existing programs providing assistance:

### State and Federal Historic Tax Credits

- Provide tax credits equal to 20% of qualified rehabilitation expenses made to building
- Eligible on properties designated on the National Register of Historic Places (or contributing to a National Register District).
- Require that all work meet Secretary of Interior Standards for Rehabilitation overseen by the SHPO with final approval by the National Park Service.
- Require that the completed project be income producing (including office, industrial, retail, hospitality, and rental residential).
- Application is through the SHPO which must be completed prior to construction

### State Historic Tax Credit

- Also offers project investors an option of a grant in lieu of a credit, whichever option best suits a developer's tax situation, in order to maximize the efficiency of the public dollars assisting the project.
- Due to "sunset" June of 2021 unless action is taken by state legislators

### Housing Tax Credits

- A federal program to assist in the construction or rehabilitation of low to moderate income rental housing,
- Administered on the State level by Minnesota Housing Finance Agency. The City of Rochester is a sub-allocator of housing tax credits.
- The scoring criteria provides additional points for projects that rehab an existing structures,
- Housing tax credit projects require sophisticated developers.
- Due to high transactional costs, this is only suitable for large-scale projects.

## Potential New Programs:

- Renewal of the Downtown Façade Improvement Program – this could be reworked to incentivize projects for designated land properties only
  - o Up to 50% of the cost of improvements, not to exceed \$20,000.
  - o Up to \$2,000 additional for Design assistance from a licensed design professional/ architect
- Subsidy to support small business entrepreneurialism – within a designated historic district or single structures as an incubator to grow small local businesses.
- A Revolving Loan Fund (RLF) is a pool of capital from which loans are made and to which the loan repayments are returned and lent out again. RLFs are frequently created to serve a specific mission. For example, some cities in Minnesota have created RLF's to assist property owners with building rehabilitation of structural items like roofs and foundations. The fund revolves in the sense that the loans initially lent out come back to be used again for similar projects, and the same capital is circulated again and again.

## Potential Source of Funds

### DMC sales tax funding

A portion of the improvement funds could be used for historic preservation projects in the DMC District area. If the intent were to make loans or grants to private individuals, the program would probably need to operate through the City's Economic Development Agency.

The DMC Design Guidelines indicate a need to establish new programs to retrofit older structures, to continue to develop programs for facade improvements to stabilize older buildings and improve their value and desirability, and to provide economic incentives for business and landowners to invest in adapting older building stock to new uses.

### Tax Increment Financing (TIF)

TIF can be used for historic preservation in limited circumstances. The Minnesota Statutes indicate TIF can be provided to projects that address blight (as defined in the statute), provide housing for low and moderate income families and individuals or to assist manufacturing and related projects (not retail or office projects). Only tax producing properties are eligible and the funded project will need to create a substantial increase between the before and after value of the building in order to generate the "increment". Maintenance items such as window replacement, siding, doors, roof replacement, etc., generally do not provide any substantial increase in taxable value. The use of TIF is only a feasible option in large-scale redevelopment projects and projects are set up on a "Pay as You Go (PAYGO) basis. Typically, there is at least a two-year lag before the first increment is paid.

### Tax Abatement

The city would be limited to abating only the city's share of the owner's property tax bill - roughly 30% of the total (unless the school district and County also agreed to abate their taxes). The abatement process is governed by state statute – the city would need to make a finding that the abatement would: increase or preserve tax base, provide employment opportunities, help construct public facilities or redevelop or renew blighted areas. Each abatement project would require a public hearing with the dollar amount abated showing up as a levy increase. The maximum abatement term is 15 years.

### Community Development Block Grant (CDBG)

CDBG funds may be used for the preservation, rehabilitation or restoration of historic properties. Both publicly and privately owned properties are eligible, as are both commercial and residential properties, which meet a national objective, such as removal of slum / blight (commercial), and the low to moderate income eligibility (residential).

*(see Appendix E for additional information on Incentive Options)*

## Identified Additional Assistance Desired

Historic property owners have identified the need for assistance in the following areas.

- Building code Permit Review – existing building code
- Programs that assist with structural building issues
- Tax relief

## VII. COMMUNITY EDUCATIONAL & ENGAGEMENT PROGRAM

Both the Preservation Ordinance and the Strategic Goals of the City identify the need to create educational and engagement components within the Heritage Preservation Program. As this plan seeks to balance City resources and the work of the HPC and City team members across the varied purposes of the Heritage Preservation Ordinance and adopted City Council strategic priorities, the formation of such a program is identified within the planning cycle of 2020-2021. The programs will depend on the availability of resources including team member and volunteer time and coordination with strategic partners. This is an area of the Heritage Preservation Program that has an opportunity to grow in the future!

### Initial goals of the educational and engagement program include:

- Building an ethos of heritage preservation in the community
- Identify and start to engage with the different groups that make up the city's rich heritage.
- Identify places and aspects of intangible heritage that are important to community members
- Share the idea that heritage preservation is about environmental, social and economic benefits of adapting and reusing properties.

THE DEMOLITION OF JUST ONE BUILDING WILL OFFSET THE COLLECTIVE RECYCLING EFFORTS OF AN ENTIRE COMMUNITY FOR A SUBSTANTIAL PERIOD OF TIME. DEMOLISHING A SINGLE 2,000 SQUARE FOOT HOUSE WOULD RESULT IN APPROXIMATELY...72,000 POUNDS OF DEBRIS. IT WOULD TAKE RECYCLING 2.3 MILLION PLASTIC WATER BOTTLES TO BALANCE THAT SCALE.

Rethos

## VIII. ROCHESTER HERITAGE PRESERVATION ORDINANCE

Changes are recommended to the ordinance to meet the objectives and priorities as identified in this plan. The following provides additional detail on areas of the ordinance where changes are needed.

### 1. To meet CLG requirements:

- A statutory reference to statement of legislative intent, Section 4-7-1, *This Ordinance is adopted under the provisions of Minnesota Statutes 471.193 and the National Preservation Act.*
- More clearly define designation process.
  - Amend Sec. 4-7-7 & 4-4-8 following Secretary of Interior defined process for Identification, Evaluation, Registration/Designation and then Treatment for a property.
  - Remove automatic local designation of National Register properties (Section 4-7-8).
  - Streamline and simplify (where possible).
  - Clarify that a public hearing is required for designation in Sec. 4-7-16 ©

### 2. To more clearly support strategies that align with legislative intent/goals:

- Complete HPC duties to Sec. 4-7-3 which do not currently include review of alterations which is a primary role of the HPC, no do they align completely with CLG requirements.
- Change definition of "Inventory" to remove inconsistencies with Federal standard procedures.

### 3. To more clearly Define designation and property alteration processes:

- Modifications to definitions including some additions (e.g. Designation) and minor alterations (e.g. Restoration –make it consistent with Secretary of Interior Standards).
- Modification to 4-7-9 Removal of landmark designation.
  - Define who may appeal.
  - Define waiver process or remove it as an option.
- Modify property alteration review process, Sec. 4-7-12 for Type I and II review.
- Modify Sec. 4-7-16 to more clearly define requirements for when a review must occur and process for review of alterations to a potential landmark property.
- Modify Sec. 4-7-18 to clearly indicate the same public hearing process for all required public hearings.

#### 4. To remove internal inconsistencies and update:

- Clarification process inconsistencies between 4-7-7 b and 4-7-45 (City Council should determine designations).
- Amend 4-7-9 (a) for inconsistency on who is making final decision on removal of landmark designation (more clearly define process).
- Remove references to MNHS in conjunction to SHPO (they are no longer part of the MNHS).
- Sequence 4-7-5 "Identification of Historic Properties" and Sec. 4-7-11 "Inventory of Designated Property" and follow Secretary of Interior defined process for Identification, Evaluation, Registration/Designation and then Treatment.
- Simplify review of demolition of landmark property, Sec. 4-7-13. Clarify appeal process. Add certificate of economic hardship as a criteria for permitting demolition.

## IX. WORK PLAN 2020-2021

The Heritage Preservation Program, per the Preservation Ordinance, includes setting near-term and long-term priorities for the program. The primary purpose of target timeline in following table is to create a prioritization of work and should be considered flexible as opposed to strict deadlines. In order to stay on task, the work plan (this section of the larger document) should be reviewed and updated on an annual basis.

In order to meet the objectives contained within the work plan, collaboration will be required with preservation partners (see page 7). Much of the work and the coordination will fall to Community Development team members. The HPC will support the endeavors of the work plan with policy direction and advocacy.

The following purpose statements were created from the "legislative intent" of the Preservation Ordinance. The strategies which follow were created to accomplish the purpose statement.

### Purpose Statements

1. Encourage & promote the preservation and continued use of historic properties.
2. Protect and promote the city's history and heritage to maintain and increase the city's appeal and attraction.
3. Promote the heritage preservation benefits for the city's economic viability.
4. Foster civic pride in the beauty and notable accomplishments of the past.
5. Promote the environmental, social and economic benefits of adapting and reusing properties.
6. Provide educational opportunities and serve as a resource to facilitate heritage preservation.
7. Include the history of the many groups that make up the city's rich heritage.

| Purpose  | Actions   | Target Date Draft   |
|--|---|---|
| Encourage & promote the preservation and continued use of historic properties.                                 |   |   |
| 1  | a. Create a community engagement program to gather knowledge from residents and stakeholders and share the stories. Identify partners (start with OCHS) in the effort.  | <ul style="list-style-type: none"> <li>• Winter/spring 2021 Planning</li> <li>• Summer 2021 Events</li> </ul>   |
| 1  | b. Provide some aspect/information of heritage preservation for display or distribution at the Rochester Area Builders (RAB) home show.   | <ul style="list-style-type: none"> <li>• January 2021 (start November 2020)</li> </ul>  |
| Protect and promote the city's history and heritage to maintain and increase the city's appeal and attraction. |   |   |
| 2  | a. Downtown Landmark District Designation <ul style="list-style-type: none"> <li>I. Discussions with property owners</li> <li>II. City Council Consideration</li> </ul>   | <ul style="list-style-type: none"> <li>• Though June 2020</li> <li>• Summer 2020</li> </ul>   |
| 2  | b. Work with SHPO on modifications needed to the Heritage Preservation Ordinance to acquire CLG status. Make amendments necessary to clearly explain the processes for both designation as well as review of alterations to designated properties.  | <ul style="list-style-type: none"> <li>• Dec 2019- Summer 2020</li> <li>• Discussions with SHPO</li> <li>• Summer 2020 HPC review</li> <li>• Late Summer - City Council review of proposed</li> <li>• October - Public Hearing</li> <li>• November - City Council Decision</li> </ul> |
| 2  | c. Development of guidelines for HPC review of designated properties. Consider expanding best practices or the creation of a full "design guidelines" document.   | <ul style="list-style-type: none"> <li>• Jan. 2020 initial HPC discussion</li> <li>• July - October 2020 review different approaches</li> <li>• November 2020-February 2021 drafting of guidelines</li> </ul>   |
| 2  | d. Continue to refine and add to benefits packages available to assist property owners with Historic Preservation projects.   | <ul style="list-style-type: none"> <li>• Summer 2020 – Goals Setting and draft decision packet to City Council</li> </ul>   |
| 2  | e. Review and "move" "challenged properties" on to potential list or remove them from consideration. <ul style="list-style-type: none"> <li>I. Determine what we have for documentation for each property.</li> <li>II. Complete a ranking of the properties and start with the highest ranking.</li> <li>III. Add to meeting agendas (set public hearings?) and notify property owners.</li> </ul> | <ul style="list-style-type: none"> <li>• July 2020</li> <li>• August 2020</li> <li>• September – December 2020</li> </ul>   |
| 2  | f. Review and consider landmark status of properties on the potential landmark list <ul style="list-style-type: none"> <li>I. Complete a ranking of the properties on the potential list and start with the highest ranking (most historically significant)</li> <li>II. Add to meeting agendas (set public hearings) and notify property owners.</li> </ul>  | <ul style="list-style-type: none"> <li>• July 2020 Grant application (Legacy Funds) for consultant to assist in process October 2020 – July 2021</li> </ul>   |
| Promote the heritage preservation benefits for the city's economic viability.                                  |   |   |
| 3  | a. Open a discussion with Economic Development partners (City Administration, DMC, RAEDi, RDA, Chamber) to begin identifying on how heritage preservation might be used as part of economic development efforts in the community  | <ul style="list-style-type: none"> <li>• 2021</li> </ul>  |
| 3  | b. Discuss potential for transfer of development rights (air rights or other) as a tool to incentivize preservation projects. (Note: this will also require changes to zoning requirements to eliminate current allowances for extra height).   | <ul style="list-style-type: none"> <li>• Late 2020/Early 2021– (talk to Clarion, Consultant on the LDM about timing)</li> </ul>   |

| Purpose  | Actions   | Target Date Draft                |
|--|---|----------------------------------|
| Foster civic pride in the beauty and notable accomplishments of the past.                      |   |                                  |
| 4  | a. Reach out to the community to identify "important places" in the city that warrant preservation. (meeting in a box questions on POLCO)   | • Summer 2020 & ongoing          |
| 4  | b. Create special event('s) to recognize preservation rehabilitation projects <ul style="list-style-type: none"> <li>Utilize existing City resources/programs for community engagement.</li> <li>Consider a springtime event to celebrate 9th Ave SW Brick Street project.</li> </ul>   | • Spring/Summer 2021             |
| 4  | c. Silver Lake Park Plan  | • 2021                           |
| Promote the environmental, social and economic benefits of adapting and reusing properties.    |   |                                  |
| 5  | a. Open discussion with City Building & Safety Department on the use of code for existing/historic buildings. Identify options, challenges and processes to help property owners achieve preservation while also maintaining safety standards. <ol style="list-style-type: none"> <li>Consider phased approach to allow stabilization and improvements over period of time (does this apply also to application of preservation standards?)</li> </ol>  | • Late 2020                      |
| Provide educational opportunities and serve as a resource to facilitate heritage preservation. |   |                                  |
| 6  | a. Organize a catalogue of City/HPC created publications and its availability to the public through web site or other means.  | • 2022                           |
| 6  | b. Explore development of an education program for residential rehabilitation. Reach out to Rethos (Preservation Alliance of MN) to learn about their existing program and tool lending library.  | • 2021                           |
| Include the history of the many groups that make up the city's rich heritage.                  |   |                                  |
| 7  | a. Build a coalition and program to uncover the lesser known history of the Community. <ol style="list-style-type: none"> <li>Reach out to the History Center of Olmsted County to collaborate</li> <li>Consider utilizing Scott Counties "speak easy" trailer (<a href="https://scottcountyhistory.org/the-speak-easy/">https://scottcountyhistory.org/the-speak-easy/</a>) or a similar set up at local events (i.e. Rochester Fest, County Fair, Days of Yesteryear) and at the public library.</li> <li>Reach out to public library staff to consider collaboration with them (utilizing their audio booth?)</li> <li>Look for other partners (local historians, Rochester Diversity Council, others?)</li> </ol> | • Fall/Winter 2021 (and ongoing) |



## APPENDIX A - HISTORIC RESOURCES

Sec. 4-7-5 (c) Indicates that for the identification of historic properties, and an updated catalogue of all known publications, articles, books, pamphlets, policies, or other materials having a direct bearing on the heritage preservation program shall be kept and made available to the public. The follow is the beginning of said catalogue.

- Pill Hill National Register of Historic Places Nomination Form (1990)
- Stark List (William Stark 2012)
- Phase I Survey (106 Group 2014)
- Context Study (106 Group 2014)
- Indian Heights Master Plan (2017)
- Rochester DMC District Design Guidelines (June 2017)
- Designation study for downtown historic district (PVN 2019)
- Chateau Theater studies
- Plummer House studies

# APPENDIX B



## CITY OF ROCHESTER VISION, PRINCIPLES, AND PRIORITIES

### Community Vision 2040

Rochester is a city that cares: where all people are treated with dignity and respect; where residents, employees, and visitors enjoy a high quality of life; where business and industry thrive; and where the land and environment are renewed and sustained for the benefit of all. It is a welcome and diverse community:

Renowned for its reputation as a center for growth and innovation, its robust economy, and programs and institutions that support life-long learning;

Characterized by its safe and friendly neighborhoods, diverse and affordable housing options for people of all ages and backgrounds, thriving downtown, vibrant public spaces, and easy access to parks and recreation amenities;

Committed to health and wellness for its people, and also of the air, water, and land they depend on for sustenance;

Connected both physically and socially - offering balanced transportation options; well-planned streets, sidewalks, trails, and neighborhoods, and hospitable cultural atmosphere; and

Dedicated to the sustainable and responsible use of public resources and provision of quality public services, supporting livability and long-term fiscal health.

# APPENDIX C



## Organizational Vision

A vibrant, compassionate, innovative team

## Foundational Principles

- Compassion
- Environmental Stewardship
- Fiscal Responsibility & Sustainability
- Public Safety
- Social Equity

## Strategic Priorities

### Enhance quality of life

- Increase neighborhood connectivity.
- Increase affordable housing options.
- Maintain and increase neighborhood vitality and livability.
- Secure a funding stream for sustained parks and recreation improvements and community amenities.

### Foster a team-oriented culture

- Use High Performance Organization practices to create operational efficiencies.
- Develop recruitment strategies to diversify and achieve a high-quality workforce.
- Create employee development plans.
- Use technology to share resources and communicate effectively.

### Manage growth and development

- Balance downtown/DMC and community-wide development efforts.
- Incorporate P25 infrastructure planning into development decisions.
- Implement the recommendations of P25, the Parks and Recreation Master Plan and the Library Strategic Plan.

### Balance public infrastructure investment

- Improve transportation and related facilities.
- Develop an asset management plan and use life-cycle cost considerations during decision making.
- Develop a policy and practice of assessing new infrastructure investment based on current assets and maintenance costs.

# APPENDIX D

## Seven Aspects or qualities of Historic Integrity

1. Location is the place where the historic property was constructed or the place where the historic event occurred. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons.
2. Design is the combination of elements that create the historic form, plan, space, structure, and style of a property. This includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials. Design can also apply to districts and to the historic way in which the buildings, sites, or structures are related. Examples include spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archeological sites.
3. Setting is the physical environment of a historic property. It refers to the historic character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its historical relationship to surrounding features and open space. The physical features that constitute the historic setting of a historic property can be either natural or manmade and include such elements as topographic features, vegetation, simple manmade paths or fences and the relationships between buildings and other features or open spaces.
4. Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a re-creation.
5. Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. It may be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery.
6. Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district which retains its original design, materials, workmanship, and setting will relate the feeling of agricultural life.
7. Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Therefore, a property where a nationally significant person carried out the action or work for which they are nationally significant is preferable to the place where they returned to only sleep, eat or spend their leisure time. Like feeling, association requires the presence of physical features that convey a property's historic character.

(National Historic Landmark and National Register of Historic Places)

## APPENDIX E

Additional Financial Incentive Information

**Office of the City  
Administrator**

# Memo

**To:** Mayor & Common Council  
**From:** Terry Spaeth & Doug Knott  
**CC:** Steve Kvenvold, Gary Neumann, Terry Adkins, Mitzi Baker, John Harford, Randy Johnson  
**Date:** 7/2/2019  
**Re:** Heritage Preservation financial incentives review

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In response to the discussion at the April 7, 2014 Council meeting regarding the Chardonnay, we wanted to update information previously provided to you on financing options for historic preservation. Below is a brief description of the primary programs that can be used for preservation.

One of the incentives mentioned was Historic Preservation Tax Credits, which is an incentive provided by the federal government. The City has no direct role in the program. A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be "certified historic structures." The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit.

A 10% federal tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use. In order to qualify for the tax credit, the rehabilitation must meet three criteria: at least 50% of the existing external walls must remain in place as external walls, at least 75% of the existing external walls must remain in place as either external or internal walls, and at least 75% of the internal structural framework must remain in place. There is no formal review process for rehabilitations of non-historic buildings.

The Minnesota Historic Structure Rehabilitation Tax Credit offers a 20% state tax credit for qualified historic rehabilitations, and parallels the existing federal rehabilitation tax credit. It also offers project investors an option of a grant in lieu of a credit, whichever option best suits a developer's tax situation, in order to maximize the efficiency of the public dollars assisting the project. The program requires an application with the State Historic Preservation Office before project work begins. The current sunset date for the program is 2021.

Another incentive mentioned was Housing Tax Credits. This is a federal program to assist in the construction or rehabilitation of low to moderate income rental housing, administered on the State level by Minnesota Housing Finance Agency. The City of Rochester is a sub-allocator of housing tax credits. Under a joint powers agreement with Minnesota Housing, the City turns over its allocation of tax credits to Minnesota Housing and projects are awarded housing tax credits on a competitive basis. The scoring criteria do provide additional points for projects that rehab an existing structure, and tax credit projects generally fare well here in Rochester because we are considered a high growth community. It is conceivable that the rehab of a historic building could be awarded housing tax credits if utilized for low to moderate income housing. Housing tax credit projects require sophisticated developers. Due to high transactional costs, they are only suitable for large scale projects.

Tax Increment Financing (TIF) can be used for historic preservation in limited circumstances. The Minnesota Statutes indicate TIF can be provided to projects that address blight (as defined in the statute), provide housing for low and moderate income families and individuals or assist manufacturing and related projects (not retail or office projects). Historic preservation projects would typically have to fall into the blight category to be eligible for TIF. (The blight test and other statutory requirements will go away for projects within the DMC project area and Plan.). In order to generate increment, there needs to be a substantial increase in the before and after value of the building. Maintenance items such as window replacement, siding, doors, roof replacement, etc., generally do not tend to provide any substantial increase in taxable value. Another consideration to bear in mind is the costs associated with establishing TIF Districts. The need for outside consultants to determine if a building meets the "blight test", and the need for outside legal counsel to assist in the preparation of TIF Plans and Redevelopment Assistance Agreements can result in high transaction costs. TIF is only a feasible option in large scale redevelopment projects. Finally, unless the Council is willing to issue bonds to support the project, TIF projects are set up on a "Pay as You Go (PAYGO)" basis. The increment is paid to the developer over a number of years. Typically, there is at least a two year lag before the first increment is paid.

Tax Abatement can be used as an incentive. The city would be limited to abating only the city's share of the owner's property tax bill - roughly 30% of the total (unless the school district and County also agreed to abate their taxes). The abatement process is governed by state statute - the city would need to make a finding that the abatement would: increase or preserve tax base, provide employment opportunities, help construct public facilities or redevelop or renew blighted areas. Each abatement project would require a public hearing with the dollar amount abated showing up as a levy increase. The maximum abatement term is 15 years.



The city created an "abatement district" in the downtown several years ago when the pre-1979 TIF district terminated. A portion of the abatement funds the city collects are used to assist building owners with façade grants. The program is administered by the RDA under contract with the City. A volunteer group of architects reviews project plans to see that they adhere to the Urban Village Design Guidelines. This program could be modified to put a greater emphasis on preservation. It would only be applicable to the downtown area.

Both Tax Increment Financing and Abatement are based on the assumption that the subject property is tax producing. These programs are generally not suitable for projects that will be owned and used by non-profit entities.

The Council could choose to use a portion of the \$20 million of DMC sales tax funding for historic preservation in the DMC Medical District area. If the intent were to make loans or grants to private individuals, the program would probably need to operate through the City's Economic Development Agency.

Community Development Block Grant (CDBG) funds may be used for the preservation, rehabilitation or restoration of historic properties. Both publicly and privately owned properties are eligible, as are both commercial and residential properties.

Historic properties are those sites or structures which are:

- Listed or eligible to be listed in the National Register of Historic Places;
- Listed in a State or local inventory of historic places; or
- Designated as a State or local landmark or historic district by appropriate law or ordinance.

In order to use CDBG funds, a national objective, such as slum/ blight removal or the low to moderate income eligibility must be met and documented as well. The local issue related to use of CDBG funding is the limited amount of funds available to the City. The annual allocation is a little over \$500K presently. Of that amount, presently \$250K is appropriated for the single family rehab program. A single family home that may be designated as a historic building or have local historical significance, and meet a national objective mentioned above, could utilize that funding. Several things that could be considered to make it more feasible to use CDBG funds for that purpose is to appropriate additional \$ to the home rehab loan program, and allow a higher cap ( say \$50K, instead of the present \$30K cap ) per home rehab project involving a historic home and to prioritize any project involving historic preservation.

CDBG funds may be used for commercial buildings renovation. An example of a project that utilized CDBG funding to remove blighting conditions and renovate a historic building is the property at 318 South Broadway (former Ace Hardware). The owners requested the Council to provide CDBG funds to assist with removal of the aluminum clad siding on the building façade, replacing upper level windows with original building style windows, and renovating the masonry façade of the building. Again, the issue is the limited amount of CDBG funds available.



Another program that is not specifically for historic preservation projects, but could potentially be used by income eligible owners to remodel or make repairs on SFD's, duplexes, triplexes or 4 plexes is the MHFA's "Fix Up Fund" loan program. It provides lower than market rate loans for improvements such as windows and doors, porches and decks, siding, roofing and other interior items.

The New Market Tax Credit program has the potential to tie in with a project seeking Historic Preservation tax Credits. A project must be in a qualifying census tract, and must have a commercial component to it, so projects within the downtown or urban core neighborhoods could potentially access New Market Tax Credits as an incentive to assist with historic preservation. New Market Tax Credit projects have very high transaction costs and are only suitable for very large scale projects.

In summary, there are a number of federal, state and local programs that can assist in the preservation of an historic structure. Each program has its own very specific guidelines on program eligibility.

# APPENDIX F

| GLOSSARY OF HISTORIC PRESERVATION RESOURCES & PROGRAMS     |  |
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| <b>Advisory Council on Historic Preservation</b>           | (ACHP) is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy. ACHP oversees studies and reports, and implements programs related to national preservation benefits such as community development, economic development. It also provides technical assistance and guidance for Section 106 review and training and education. Link to the ACHP: <a href="https://www.achp.gov/">https://www.achp.gov/</a>   |
| <b>Certified Local Government Program</b>                  | Certified Local Government Program is a preservation partnership between local, state, and national government (through the National Park Service) focused on promoting historic preservation at the grassroots level. The program is jointly administered by the National Park Service (NPS) and the State Historic Preservation Offices (SHPOs) in each state, with each local community working through a certification process to become recognized as a Certified Local Government (CLG). CLGs then become an active partner in the Federal Historic Preservation Program and the opportunities it provides including the availability of federal grants. |
| <b>Guidelines for the Treatment of Historic Properties</b> | Are provided by the National Park Service which assist in applying the Standards to all types of historic properties. They provide approaches to work treatments and techniques that are consistent with The Secretary of the Interior's Standards for the Treatment of Historic Properties. Both "Recommended" and "Not Recommended" treatments are identified. The Guidelines include additional specific guidelines are available for Link to the Guidelines: <a href="https://www.nps.gov/tps/standards/treatment-guidelines-2017.pdf">https://www.nps.gov/tps/standards/treatment-guidelines-2017.pdf</a>   |
| <b>History Center of Olmstead County</b>                   | The Olmsted County Historical Society dba History Center of Olmsted County is an independent, not-for-profit 501(c)(3) organization governed by our members via a Board of Directors. Vision: To become a gathering place for the broader community that inspires and encourages the exploration of history. Mission: Give people of all ages and backgrounds access and opportunity to learn about the past through interpretive programs and exhibits, research, publications and events.  |
| <b>MN. Historical Society</b>                              | Established by Minnesota Territory's legislature in 1849, The MN Historical Society preserves collections and an archive of historic materials relating to MN History. The MNHS also administers statewide grant programs for heritage preservation projects.  |
| <b>National Park Service</b>                               | Housed within the Department of Interior, the National Park Service is one federal agency tasked with overseeing historic preservation programs throughout the U.S. Their programs include: The National Register of Historic Places, Certified Local Government Program, Oversight and administration of several financial incentive programs (including Federal Tax Credits, Federal Grants, and Providing Technical Preservation Services including publications and web based guidance.  |
| <b>National Register of Historic Places</b>                | National Register of Historic Places is kept by the National Park Service and is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the program provides a process to identify, evaluate, and protect America's historic and archeological resources. This process is often duplicated at state and local levels of government for properties historically significant for those jurisdictions.   |
| <b>National Trust for Historic Preservation</b>            | A private non-profit, membership organization, the National Trust provides preservation programs throughout the U.S. through advocacy, education, and sharing of historic sites and stories. Two programs that are offered by the National Trust are the Main Street America ® and Preservation Leadership Forum   |

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| <b>Preservation</b>   | 1 of the 4 approaches to the Secretary of Interior Standards for the treatment of historic properties it is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.   |
| <b>Preservation Briefs</b>  | Publications of the National Parks Service which provide guidance on preserving, rehabilitating, and restoring historic buildings and sites. These NPS Publications help historic building owners recognize and resolve common problems prior to beginning work.<br>Link to the Preservation Briefs: <a href="https://www.nps.gov/tps/how-to-preserve/briefs.htm">https://www.nps.gov/tps/how-to-preserve/briefs.htm</a>   |
| <b>Preservation Ordinance</b>   | The City of Rochester Heritage Preservation Ordinance adopted as Chapter 4-7 of City Code under the provisions of Minnesota Statute 471.193. It establishes the Heritage Preservation Commission and their duties as well as the procedures for Local Landmark designation.  |
| <b>Preservation Leadership Forum</b>  | A program from the National Trust for Historic Preservation, it is a network of preservation professionals offers on <a href="https://forum.savingplaces.org/connect/library">https://forum.savingplaces.org/connect/library</a> brings new, diverse perspectives to the professionals who are in the business of saving places.<br>Link to Forum Library: <a href="https://forum.savingplaces.org/connect/library">https://forum.savingplaces.org/connect/library</a>   |
| <b>Reconstruction</b>   | 1 of the 4 approaches to the Secretary of Interior Standards for the treatment of historic properties s defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.  |
| <b>Rehabilitation</b>   | 1 of the 4 approaches to the Secretary of Interior Standards for the treatment of historic properties is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.   |
| <b>Restoration</b>  | 1 of the 4 approaches to the Secretary of Interior Standards for the treatment of historic properties is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.   |
| <b>Rethos</b>   | Recently reorganized as Rethos (previously Preservation Alliance of MN, a 501(c)(3) nonprofit organization working nationwide for the use of old buildings and sites. Program focus is on Education, Public Policy, Rural & small town programs, State Historic Tax Credit Investment Program/Investment Partnerships.   |
| <b>Secretary of Interior Standards (for the treatment of historic properties)</b> | <p>("The Standards") are preservation principals for the treatment of historic properties. These promote historic preservation best practices to help protect irreplaceable cultural resources through 4 distinct approaches. Each of the approaches include 6 to 10 standards (statements).</p> <p>Preservation focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time.</p> <p>Rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character.</p> <p>Restoration depicts a property at a particular period of time in its history, while removing evidence of other periods.</p> <p>Reconstruction re-creates vanished or non-surviving portions of a property for interpretive purposes.</p> <p>"The Standards" are regulatory for National Park Service Grants-In-Aid program and National Park projects. They also are <a href="https://www.nps.gov/tps/standards.htm">https://www.nps.gov/tps/standards.htm</a> all historic properties, are widely used and have been adopted at the Federal, State and local levels.</p> <p>Link to The Standards: <a href="https://www.nps.gov/tps/standards.htm">https://www.nps.gov/tps/standards.htm</a> .</p> |
| <b>SHPO (State Historic Preservation Office – MN)</b>                             | The National Historic Preservation Act of 1966 provided for a network of historic preservation offices in every stat <a href="https://mn.gov/admin/shpo/">https://mn.gov/admin/shpo/</a> . tion initiatives and help carry out the nation's historic preservation program. Minnesota's SHPO was created by state statute in 1969 to provide statewide leadership. <a href="https://mn.gov/admin/shpo/">https://mn.gov/admin/shpo/</a> . Now housed within the MN Department of Administration, SHPO previously was within the MN Historical Society.   |